

Message Text

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ACTION DLOS-06

INFO OCT-01 AF-08 ARA-06 EA-07 EUR-12 NEA-10 ISO-00 FEA-01

ACDA-07 AGRE-00 AID-05 CEA-01 CEQ-01 CG-00 CIAE-00

CIEP-01 COME-00 DODE-00 DOTE-00 EB-07 EPA-01 ERDA-05

FMC-01 TRSE-00 H-02 INR-07 INT-05 IO-13 JUSE-00 L-03

NSAE-00 NSC-05 NSF-01 OES-06 OMB-01 PA-01 PM-04

PRS-01 SP-02 SS-15 USIA-06 SAL-01 /153 W

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FM AMEMBASSY TOKYO

TO SECSTATE WASHDC 4008

INFO AMEMBASSY MOSCOW

AMEMBASSY PARIS

AMEMBASSY SEOUL

CINCPAC HONOLULU HI

C O N F I D E N T I A L TOKYO 17931

PARIS FOR LOSDEL

E.O. 11652: GDS

TAGS: PLOS, EFIS, JA, UR

SUBJECT: CONTROVERSY CONTINUES OVER EXTENSION OF JAPANESE
TERRITORIAL WATERS

REF: TOKYO 15808

SUMMARY: WHAT APPEARS TO BE FAILURE OF HALF-HEARTED FONOFF EFFORT TO
SELL NOTION OF 12-MILE EXCLUSIVE FISHING ZONE FOR
JAPAN LEAVES QUESTION OF HOW TO DEFEND COASTAL
FISHERIES YET PERMIT STRAITS TRANSIT BY NUCLEAR-ARMED
VESSELS UNRESOLVED. EVEN SO, ACCORDING TO PRESS, FONOFF TENDING
TO RECKON THAT STEPS TO ALLEVIATE COASTAL FISHERMEN'S WOES
WILL BE ESSENTIAL IF DIET IS TO ALLOW A US-JAPAN
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GIFA. END SUMMARY.

1. COMPLICATED CONTROVERSY OVER HOW TO DEFEND JAPANESE COASTAL FISHERIES AGAINST SOVIET DEPREDATIONS CONTINUES. FOLLOWING FISHERIES AGENCY'S OPEN ESPOUSAL OF IMMEDIATE MOVE TO 12-MILE TERRITORIAL SEA WITHOUT REGARD FOR DAMAGE TO GOJ POSITION ON STRAITS TRANSIT (REFTEL), SOME FONOFF ELEMENTS SOUGHT TO RELIEVE PRESSURE BY PROPOSING CREATION OF 12-MILE EXCLUSIVE FISHING ZONE (EFZ) INSTEAD OF EXTENDING TERRITORIAL SEA. EFZ SCHEME WAS, EMBASSY HAS BEEN TOLD, AN INITIATIVE OF THE FONOFF'S TREATIES BUREAU, WHICH SAW IT AS PRESERVING ESSENCE OF LONG-HELD GOJ POSITION THAT SIGNIFICANT CHANGES IN MARITIME REGIME SHOULD PROCEED ONLY FROM DECISIONS OF LOS CONFERENCE. ITS GREATEST ATTRACTION IS THAT IT WOULD DODGE SHARP DOMESTIC DEBATE ON APPLICABILITY OF "NON-NUCLEAR PRINCIPLES" AGAINST TRANSIT OF NUCLEAR WEAPONS THROUGH JAPANESE TERRITORY--A CONTROVERSY DEEMED INEVITABLE IF TERRITORIAL SEA EXTENDED IN ABSENCE OF NEW LOS REGIME.

2. AGAINST BACKDROP OF FISHING LOBBY RALLIES IN TOKYO AND ELSEWHERE, AND OF DIFFICULT US-JAPAN NEGOTIATIONS ON JAPANESE ACCESS TO US 200-MILE EFZ, FISHERIES AGENCY--EVIDENTLY PROFITING BY DIVIDED COUNSELS WITHIN FONOFF--SEEM TO HAVE SHOT DOWN FONOFF BALLOON. IN MEETINGS AT SUB-CABINET LEVEL, EMBASSY UNDERSTANDS, FISHERIES AGENCY ARGUED SUCCESSFULLY THAT 12-MILE EFZ "WOULD NOT BE SUFFICIENT TO SHUT OUT FOREIGN VESSELS." ACCORDING TO FISHERIES AGENCY, BECAUSE JAPAN HAD IN PAST RETAINED ACCESS TO US AND AUSTRALIAN 12-MILE EFZ ON GROUNDS THAT JAPANESE WERE TRADITIONAL FISHERS OF THOSE WATERS, GOJ WOULD BE COMPELLED TO YIELD WHEN RUSSIANS ADVANCED SAME ARGUMENT. ACCORDINGLY, ONLY SAFE SOLUTION WOULD BE TERRITORIAL SEA EXTENSION.

3. ACCORDING TO PRESS, SOVIETS (WHOSE COOPERATION JAPANESE HAD BEEN ANXIOUS TO SECURE IN RESISTANCE
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TO US EFZ, DESPITE COOLED RELATIONS IN WAKE OF MIG-25 INCIDENT) ALSO WEIGHED IN WITH FONOFF EARLY IN NOVEMBER. THEY SEEM TO HAVE MADE IT CLEAR THAT ANY RESOLUTION OF COASTAL FISHING PROBLEM THAT INTERFERED WITH SOVIET VESSELS' USE OF KEY STRAITS WOULD HAVE SERIOUS CONSEQUENCES FOR BILATERAL RELATIONSHIP.

4. RESULT OF CONFLICTING PRESSURES WAS ANOTHER MEXICAN STANDOFF. WELL-AWARE OF HEAT THAT DIETMEN ARE GETTING FROM FISHERIES LOBBY, AND SKEPTICAL THAT SPRING LOS CONFERENCE SESSION WILL MOVE TREATY NEGOTIATIONS AHEAD, FONOFF SOURCES ARE PESSIMISTIC THAT WORKABLE SOLUTION WILL BE FORTHCOMING SOON. BY FAILING TO BUILD PUBLIC UNDERSTANDING OF NOTION THAT EXTERNAL REALITIES WOULD COMPEL SOME MODIFICATION OF NON-NUCLEAR PRINCIPLES, ONE TOLD US, "WE'VE DUG OUR HOLE DEEPER AND DEEPER." ON ASSUMPTION THAT A GIFA WILL SOMEHOW BE SIGNED WITH THE US, FONOFF EXPERTS NOW SEE CLIMAX TO CONTROVERSY COMING NEXT SPRING, REASONING THAT (A) GIFA MUST BE SUBMITTED TO DIET; AND (B) DIET WILL DEMAND PRACTICAL STEPS TO ALLEVIATE DISTRESS OF COASTAL FISHERMEN AS PRICE FOR ACCEPTING GIFA.

5. IN THAT EVENT, EMBASSY THINKS NECESSITY MAY FORCE RECONSIDERATION OF 12-MILE EFZ AS LEAST BAD ALTERNATIVE. ANOTHER POSSIBILITY--THOUGH DISCOUNTED BY THE FONOFF OFFICIAL WHO SUGGESTED IT TO US--IS THAT FUKUDA, SHOULD HE OR OTHER NEW PRIME MINISTER MIGHT NERVE HIMSELF TO REINTERPRET NON-NUCLEAR PRINCIPLES AS THEY APPLY TO STRAITS PASSAGE IN AN EXPANDED TERRITORIAL SEA. (HE COULD CLAIM, OF COURSE, THAT HE IS ANTICIPATING THE OUTCOME OF THE LOS CONFERENCE.) OUR FONOFF SOURCE JUDGES IT OUT OF THE QUESTION THAT MIKI, AS PRIME MINISTER, WOULD CHOOSE THAT OPTION. SO FAR, IT APPEARS THAT THIRD OPTION, EXTENDING TERRITORIAL SEA WHILE DECLARING STRAITS OFF-LIMITS TO NUCLEAR WEAPONS-BEARING VESSELS, LIVES ONLY IN THE IMAGINATION OF THE FISHERIES LOBBY AND THE GENERAL PUBLIC.
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